98TH CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
1st Session } { No. 98-568

PROVIDING FOR THE ESTABLISHMENT OF A SELECT COMMITTEE ON HUNGER

NOVEMBER 18, 1983.—Referred to the House Calendar and ordered to be printed

Mr. HALL of Ohio, from the Committee on Rules, submitted the following

REPORT

[To accompany H. Res. 15]

The Committee on Rules, having had under consideration House Resolution 15, by voice vote, report the same to the House with the recommendation that the resolution do pass, with the following amendment in the nature of a substitute:

Strike out all after the resolving clause and insert in lieu thereof the following:

That there is hereby established in the House of Representatives a select committee to be known as the Select Committee on Hunger (hereinafter referred to as the "select committee").

FUNCTIONS

SEC. 2. (a) The select committee shall not have legislative jurisdiction. The select committee shall have authority—

(1) to conduct a continuing comprehensive study and review of the problems of hunger and malnutrition, including but not limited to, these issues addressed in the reports of the Presidential Commission on World Hunger and the Independent Commission on International Development Issues, which issues include—

(A) the United States development and economic assistance program and the executive branch structure responsible for administering the program;

(B) world food security;

(C) trade relations between the United States and less developed countries;

(D) food production and distribution;

(E) corporate and agribusiness efforts to further international development;

(F) policies of multilateral development banks and international development institutions; and

(G) food assistance programs in the United States;

(2) to review any recommendations made by the President, or by any department or agency of the executive branch of the Federal Government, relating to programs or policies affecting hunger or malnutrition; and

(3) to recommend to the appropriate committees of the House legislation or other action the select committee considers necessary with respect to programs or policies affecting hunger or malnutrition.

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(b) Nothing contained in this resolution shall be construed to limit or alter the legislative and oversight jurisdiction of any standing committee of the House under rule X of the Rules of the House of Representatives.

APPOINTMENT AND MEMBERSHIP

SEC. 3. (a) The select committee shall be composed of 17 Members of the House, who shall be appointed by the Speaker, one of whom he shall designate as chairman.

(b) Any vacancy occurring in the membership of the select committee shall be filled in the same manner in which the original appointment was made.

(c) For purposes of this section, the term "Members" shall include any Representative in, or Delegate or Resident Commissioner to, the House of Representatives.

AUTHORITY AND PROCEDURES

SEC. 4. (a) For purposes of carrying out this resolution, the select committee is authorized to sit and act during the present Congress at such times and places within the United States, including any Commonwealth or possession thereof, or elsewhere, whether the House is in session, has recessed, or has adjourned, and to hold such hearings as it deems necessary.

(b) The provisions of clauses 1, 2, and 3 of rule XI of the Rules of the House of Representatives shall apply to the select committee except the provisions of clause 2(m)(1)(B) of Rule XI relating to subpena power.

(c) Nothing contained in subsection (a) of this section shall be construed to limit the applicability of clause 2(i) of rule XI of the Rules of the House of Representatives to the select committee.

ADMINISTRATIVE PROVISIONS

SEC. 5. (a) Subject to the adoption of expense resolutions are required by clause 5 of rule XI of the Rules of the House of Representatives, the select committee may incur expenses in connection with its duties under this resolution.

(b) In carrying out its functions under this resolution, the select committee is authorized—

(1) to appoint, either on a permanent basis or as experts or consultants, such staff as the select committee considers necessary;

(2) to utilize the services of the staffs of those committees of the House from which Members have been selected for membership on the select committee;

(3) to prescribe the duties and responsibilities of such staff;

(4) to fix the compensation of such staff at a single per annum gross rate which does not exceed the highest rate of basic pay, as in effect from time to time, of level V of the Executive Schedule in section 5316 of title 5, United States Code;

(5) to terminate the employment of any such staff as the select committee considers appropriate; and

(6) to reimburse members of the select committee and of its staff for travel, subsistence, and other necessary expenses incurred by them in the performance of their duties and responsibilities for the select committee, other than expenses in connection with any meeting of the select committee held in the District of Columbia.

REPORTS AND RECORDS

SEC. 6. (a) The select committee shall report to the House as soon as practicable during the present Congress, the results of its investigation and study, together with such recommendations as it deems advisable.

(b) Any such report which is made when the House is not in session shall be filed with the Clerk of the House.

(c) Any such report shall be referred to the committee or committees having jurisdiction over the subject matter thereof.

(d) The records, files, and materials of the select committee shall be transferred to the Clerk of the House.

BACKGROUND AND LEGISLATIVE HISTORY

House Resolution 15 authorizes the establishment of a Select Committee on Hunger for the remainder of the 98th Congress. The resolution was introduced by Representative Benjamin Gilman for himself and for Representative Mickey Leland. There are currently 253 cosponsors.

The hunger problem has numerous dimensions and adversely affects hundreds of millions of individuals throughout the world. Depending on the methodology used, estimates have placed the number of those suffering chronic malnutrition as high as one billion. Moreover, hunger is most devastating when it preys on the young. During the past year, more than 40,000 young children died each day from malnutrition. Approximately 100,000 children go blind each year because of Vitamin A deficiencies. In some poorer countries, as many as 40 percent of the children below the age of five die each year, mostly from nutrition-related causes. Among the survivors, handicaps of learning behavior and work capacity are widespread due to inadequate diets and recurring illnesses.

Widespread famine is also on the rise. Recent reports on drought conditions in as many as 18 nations in Africa indicate that the continent faces the worst food shortages since the early 1970's when 200,000 to 300,000 people starved to death. The United Nations Food and Agriculture Organization reported that "we are coming into something far worse than we had in 1972–73."

The Presidential Commission on World Hunger reported that traditional appeals to alleviate hunger have emphasized the long-recognized moral and humanitarian responsibility that our Nation has to the hungry and impoverished. However, less attention has been focused on the fact that in an increasingly interdependent world, our national security and the security of the international community are linked directly to a resolution of the world hunger problem.

Such interdependence is also economic in nature. For example, the Commerce Department estimates that each $1 billion in U.S. exports creates 40,000 to 50,000 jobs in the United States. Currently, almost 40 percent of our exports are destined for markets of developing countries. In addition, U.S. goods and services purchased by the U.S. Agency for International Development, and the United Nations and other international development organizations amounted to more than $1.2 billion in 1980.

The United States itself is not insulated from the direct effect of the problems of hunger and malnutrition. Approximately 26 million Americans live at or just below the poverty line, putting them all at risk of malnutrition. This number excludes an additional 18 million Americans whose incomes fall within 150 percent of the poverty line and are similarly susceptible to the problems associated with hunger.

Although considerable progress has been made in reducing the widespread malnutrition which existed in the United States as recently as 15 years ago, certain groups—Native Americans, migrant workers, the elderly, and children—remain particularly vulnerable to malnutrition and related diseases. Recently, discouraging headlines have

pointed to the rising number of citizens who, in an uncertain economy, have become victims of hunger and malnutrition. A recent report by the U.S. Conference of Mayors outlined how "a rapid proliferation of soup kitchen, food pantries, and emergency telephone 'hot lines' has failed to keep up with the growing demand for food." One press account stated that Detroit "has had a five-fold increase in emergency food aid since 1980" and that Oakland officials revealed "they are unable to get supplemental food to 30,000 people who need it." Another account poignantly observed:

> . . . many Americans are learning that hunger is not an issue confined to the developing world. Hunger and poverty are inextricably linked and although no one knows precisely how many Americans are going hungry or how many are malnourished, there is evidence that, as poverty is increasing, so is hunger.

The Presidential Commission on World Hunger noted, concerning hunger in the United States, that:

> Federal nutrition programs were never intended as measures to reduce poverty appreciably or to generate employment. Rather, they attempt to improve the nutritional status of individual participants and to serve as a safety net for those unable to work, the elderly, the disabled, dependent children and their mothers. While the United States can feed itself as a nation, too many individuals and families have been unable to become self-reliant in this basic necessity.

The Commission concluded that "hunger can be overcome on a permanent basis only by assuring persons who are able to work the opportunity to earn an income sufficient to purchase a nutritionally adequate diet, and by assuring adequate assistance to those unable to work."

Efforts to curb hunger in the United States have been fragmented, duplicative, and inefficient. Various federal programs attempting to address the hunger problem are administered by the Food and Nutrition Service of the Department of Agriculture (food stamps, WIC, elderly feeding program, commodity distribution program, milk program, school breakfast and lunch programs), the Office of Human Development Services of the Department of Health and Human Services (Older Americans Act, congregate meals, and Meals-on-Wheels programs), and the Federal Housing Commissioner of the Department of Housing and Urban Development (congregate housing services program), to name but a few.

There is currently no single Federal or State agency or congressional committee which focuses on the diverse and complex issues affecting this vulnerable segment of American society. Jurisdiction over issues relating to hunger is shared by at least 8 of the 22 House standing committees and numerous subcommittees, including:

Agriculture.—Agriculture generally, especially agriculture production and domestic commodities distribution, human nutrition, and rural development.

Appropriations.—Funding for food and nutrition programs generally.

Banking, Finance, and Urban Affairs.—Congregate housing services program.

Education and Labor.—Food programs for children in schools, nutrition programs for the elderly, the WIC program.

Foreign Affairs.—United Nations organizations concerning hunger, food, and development, development assistance, measures relating to international economic policy.

Government Operations.—Interrelationships between Federal Government organizations administering food and nutrition programs.

Interior and Insular Affairs.—American Indian nutrition programs.

Ways and Means.—Reciprocal trade agreements.

Under the current committee system the House lacks the capacity to conduct comprehensive oversight with respect to the prevalence of hunger and malnutrition throughout the world. One of the primary reasons for establishment of the select committee is to coordinate efforts to address these issues. The Committee on Rules agrees that Congress needs a tool to aid its careful review of current programs and policies affecting food and nutrition.

The committee believes that a Select Committee on Hunger would permit a broad perspective on the hunger problem not now available through any of the standing committees. Such a committee would be a vehicle through which the House could conduct comprehensive oversight of many related issues now scattered within the jurisdiction of a number of committees. The select committee could also provide an effective means to help review recommendations made by the President, or by any department or agency of the executive branch, relating to programs or policies affecting hunger or malnutrition.

Underscoring their support for the creation of a Select Committee on Hunger, 60 antihunger groups, religious organizations, and trade unions formed a coalition seeking the establishment of the select committee. The following organizations belong to the coalition:

Coalition for a Select Commmittee on Hunger

American Association of Retired Persons.
American Catholic Conference.
American Nurses Association.
Advisory Committee on Overseas Cooperative Development.
B'nai B'rith.
Bread for the World.
CARE.
Center of Concern.
Center for Science in the Public Interest.
Children's Defense Fund.
Christian Broadcasting Network.
Christian Children's Fund.
Church Women United.
Churches Center for Theology and Public Policy.
Church World Service.
Clergy and Laity Concerned.
Community Nutrition Institute.
Cooperative League of the United States of America.
Farmland World Trade.
Food Research and Action Center.

Friends Committee on National Legislation.
Gray Panthers.
Infant Formula Action Coalition.
Institute of Religion and Democracy.
International Association of Machinists and Aerospace Workers.
Interreligious Task Force on United States Food Policy.
League of United Latin American Citizens.
Legal Council for the Elderly.
League for International Food Education.
Meals for Millions/Freedom from Hunger Foundation.
Mexican–American Legal, Defense and Education Fund.
National Assembly of Religious Women.
National Council for International Health.
National Council of Catholic Women.
National Council of Jewish Women.
National Council of Negro Women.
National Council on Aging.
National Farmers' Union.
National Organization for Women.
National Women's Political Caucus.
Network.
Older Women's League.
OXFAM.
Peace Corp Institute.
Physicians for a Livable World.
Private Agencies in International Development.
Results.
Salvation Army.
Save the Children.
Sojourners.
The Hunger Project.
United Nations Association of the United States of America.
United Auto Workers, AFL–CIO.
United Brotherhood of Carpenters and Joiners of America, AFL–CIO.
United Food and Commercial Workers International Union, AFL–CIO.
United Mine Workers of America, AFL–CIO.
United Steel Workers of America, AFL–CIO.
United States Catholic Conference.
United States Conference of Mayors.
United States Committee for UNICEF.
Women's Equity Action League.
Women's Legal Defense Fund.
World Hunger Education Service.
World Hunger Year.
World Vision International.

The Committee on Rules has also received many letters of support for this proposal from representatives of the National Farmers Union, the United Steelworkers of America, the Friends Committee on National Legislation, the United Mineworkers of America, the American Nurses Association, and the Center for Science in the Public Interest.

The committee believes that a Select Committee on Hunger would permit a broad perspective on the hunger problem currently not available through any of the standing committees. Such a committee would be a vehicle through which the House could conduct comprehensive oversight of many related issues within the jurisdiction of a number of committees. The select committee could also provide an effective means to help review recommendations made by the President or by any department or agency of the executive branch relating to programs or policies affecting hunger or malnutrition.

SUMMARY AND PROVISIONS

The Committee on Rules reported House Resolution 15 with an amendment in the nature of a substitute. As reported, the language of the resolution conforms to the model resolution appearing in "Guidelines for the Establishment of Select Committees," a report of the Subcommittee on the Legislative Process originally issued in October 1977.

In order to conform House Resolution 15 as introduced to the specifications in Guidelines for the Establishment of Select Committees, language was added to section 2 which: (1) clarifies the primary responsibility of the legislative committees over the subject areas to be addressed by the select committee; (2) expands the definition of "Member" for the purposes of committee membership, to include delegates or Resident Commissioner to the House of Representatives; (3) emphasizes that the select committee would be prohibited from sitting while the House is considering a measure for amendment under the 5-minute rule; and (4) directs the select committee to report to the House as soon as practicable during the present Congress on the results of its investigation and study, together with such recommendations as it deems advisable.

As reported, House Resolution 15 provides for the establishment of a Select Committee on Hunger which shall not have legislative jurisdiction but shall have authority to conduct a continuing and comprehensive study of the problems of domestic and international hunger, to review executive branch recommendations relating to hunger, and to recommend legislation relating to hunger to appropriate committees of the House.

The membership of the select committee shall be comprised of 17 Members of the House.

As introduced, House Resolution 15 assures that the select committee will operate under the same provisions as apply to all standing committees by applying the provisions of clauses 1, 2, and 3 of rule XI of the Rules of the House of Representatives. However, the committee amendment in the nature of a substitute provides that clause 2(m)(1)(B) of rule XI—which confers subpena power on committees—will not apply to the select committee.

The select committee may incur expenses in connection with its duties, subject to the adoption of expense resolutions as required by clause 5 of rule XI of the House of Representatives.

A section-by-section analysis of the provisions of the amendment in the nature of a substitute for House Resolution 15 follows.

SECTION-BY-SECTION ANALYSIS

(Committee Amendment in the Nature of a Substitute)

Section 1—Establishment

Establishes the Select Committee on Hunger.

Section 2—Functions

Subsection (a) sets forth the functions of the select committee. The select committee would have no legislative jurisdiction but would have the authority—

To conduct a continuing comprehensive study and review of the problems of hunger and malnutrition, including but not limited to, those issues addressed in the reports of the Presidential Commission on World Hunger and the Independent Commission on International Development Issues, which issues include—

The United States development and economic assistance program and the executive branch structure responsible for administering the program,

World food security,

Trade relations between the United States and less developed countries,

Food production and distribution,

Corporate and agribusiness efforts to furnish international development,

Policies of multilateral development banks and international development institutions,

Food assistance programs in the United States.

To review any recommendations made by the President, or by any department or agency of the executive branch of the Federal Government, relating to programs or policies affecting hunger or malnutrition within the United States; and

To recommend to the appropriate committees of the House legislation or other action the select committee considers necessary with respect to programs or policies affecting hunger or malnutrition within the United States.

Subsection (b) provides that the resolution should not be construed to limit the legislative and oversight jurisdiction of any standing committee; this is clarifying language which emphasizes the primary responsibility of the standing committees of the House over the subject area to be addressed by the select committee.

Section 3—Appointment and Membership

Subsection (a) provides that the Speaker, under clause 6(e) of rule X, would appoint 17 Members of the House to the select committee, and would designate one as chairman.

Subsection (b) specifies that vacancies would be filled in the same manner in which the original appointment was made.

Subsection (c) provides that, for the purposes of appointing members to the select committee, the term "Members" includes any Representative, Delegate, or Resident Commissioner in the House of Representatives.

Section 4—Authority and Procedures

Subsection (a) provides the customary authority to the select committee to sit, act, and hold hearings. The authority would be granted without regard to whether the House is in session, has adjourned, or has recessed, and extends geographically throughout the United States, including any U.S. commonwealth or possession or elsewhere. This language is similar to that which applies to standing committees under clause 2(m)(1)(A) of rule XI of the Rules of the House of Representatives and would allow the select committee to conduct hearings or investigations outside the United States or its possessions.

Subsection (b) provides that, with one exception, all provisions of clauses 1, 2, and 3 of rule XI of the Rules of the House shall be applicable to the select committee. These provisions relate to rules of procedure for committees, adoption of written rules, committee meetings, committee records, quorum requirements, travel limitations, and broadcasting of committee hearings. The exception, clause 2(m)(1)(B) of rule XI—which grants subpena power to House committees, would be not applicable to the select committee. By making clauses 1, 2, and 3 applicable to the select committee it is not necessary to delineate quorum requirements which would be granted under clause 2(m) of rule XI.

Subsection (c) makes it clear that nothing contained in subsection (a) shall be construed to limit the applicability of clause 2(i) of rule XI of the Rules of the House to the select committee. The select committee would be prohibited from sitting while the House is considering a measure for amendment under the 5-minute rule. As is the practice with other standing committees of the House, the select committee may ask for permission by the House to sit during the 5-minute rule on a case-by-case basis as necessary.

Section 5—Administrative Provisions

Subsection (a) provides authority to the select committee to incur necessary expenses in connection with its duties under this resolution, subject to the adoption of expenses resolutions as required by clause 5 of rule XI of the Rules of the House of Representatives. No funds for the activities of the select committee would be available except by a separate vote on a funding resolution reported by the Committee on House Administration.

Subsection (b) authorizes the select committee to appoint such staff and hire experts or consultants, such staff as the select committee considers necessary. The select committee would be authorized to utilize the services of the staffs of those committees of the House from which Members have been selected for membership on the select committee. This provision allows the select committee to hire and terminate staff, prescribe their duties, and set the rate of compensation not to exceed the highest rate of basic pay of level V or the Executive Schedule in section 5316 of title 5, United States Code (currently limited to $67,200 per year). It would also allow the Members and staff to be reimbursed for travel expenses outside of the District of Columbia.

Section 6—Reports and Records

This section directs the select committee to report to the House as soon as practicable during the present Congress, the results of its investigation and study, together with such recommendations as it deems advisable. The resolution stipulates that any report which is made when the House is not in session shall be filed with the Clerk of the House and any report shall be referred to the committee or committees having jurisdiction over the subject matter thereof. Upon completion of its work, the records, files, and materials of the select committee shall be transferred to the Clerk of the House.

COMMITTEE ACTION

On November 1, 1983, the Committee on Rules, which has original jurisdiction over establishment of select committees, held a hearing on House Resolution 15. Testimony in support of the resolution was heard by Representatives Leland and Gilman. Testimony expressing qualified support of the resolution was also submitted for the record by Representative de la Garza. A letter signed by Chairmen Zablocki, Perkins, and de la Garza expressing concern over possible jurisdictional overlap was also submitted for the record.

The Committee on Rules considered the resolution for purposes of amendment and Representative Hall offered an amendment in the nature of a substitute which was adopted by voice vote. The substitute revises the language of the resolution to conform with the "Guidelines for the Establishment of Select Committees" prepared by the Subcommittee on Rules and Organization of the House in October 1977. The substitute also deletes the subpena power contained in House Resolution 15 as introduced. House Resolution 15 was reported by voice vote, a quorum being present, on November 15, 1983.

STATEMENT UNDER CLAUSE 2(L)(3) OF RULE XI OF THE RULES OF THE HOUSE OF REPRESENTATIVES

A. *Oversight and Statement.*—The Committee made no special oversight findings on this resolution.

B. *Budget Statement.*—No budget statement is submitted.

C. *Estimate of the Congressional Budget Office.*—No estimate or comparison was received from the Director of the Congressional Budget Office as referred to in subdivision (c) of clause 2(l)(3) of House Rule XI.

D. *Oversight findings or recommendations of the Committee on Government Operations.*—No findings or recommendations of the Committee on Government Operations were received as referred to in subdivision (a) of clause 2(l)(3) of House Rule XI.

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